Growth Visioning for Sustaining a Livable Region

SOUTHERN CALIFORNIA ASSOCIATION of GOVERNMENTS

Possible Visions: Southern California - 2025

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Frank E. Hotchkiss, AIA, AICP, Urban Possibility

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I. INTRODUCTION

Paraphrasing the futurist Alvin Toffler:

> *To define the probable vision is the science of visioning; to imagine the possible visions is the art of visioning; to formulate an implementable preferred vision is the politics of visioning!*

A. BACKGROUND:

The Growth Visioning Subcommittee was created in the summer of 2000 by the SCAG Community, Economic, and Human Development Committee to conduct an extensive and intensive program to lead to a refined vision as basis for the 2004 Regional Transportation Plan. The list of Subcommittee members is contained in appendix "A". An outline of agendas for the first 9 meetings is contained in appendix "B".

The adopted Mission for the Subcommittee is as follows:

> *"The mission of the Growth Visioning Subcommittee is to develop a process that assists local, subregional, and regional officials in developing strategies to accommodate growth that results in a preferred regional growth scenario."*

The Subcommittee has also adopted the following draft working set of "Principles" to guide the visioning effort:

- Principle 1 – Link Land Use & Transportation Better
- Principle 2 – Focus Development in Urban Centers
- Principle 3 – Support the Preservation of Stable, Single-Family Neighborhoods
- Principle 4 – Locate New Housing Near Existing Jobs and New Jobs Near Existing Housing
- Principle 5 – Encourage Transit-Oriented Development
- Principle 6 – Create Walkable Communities
- Principle 7 – Promote Travel Choices
- Principle 8 – Promote Affordable Housing
- Principle 9 – Conserve Rural, Agricultural, Recreational and Environmentally Sensitive Areas
- Principle 10 – Ensure that Education is not a Barrier to Achieving Balanced Growth
- Principle 11 – Increase Quality of Life for All Residents

To accomplish its mission the Subcommittee adopted a work program calling for a Phase I to conclude in the summer of 2001 and a Phase II to continue for at least two years with intense subregion involvement and to serve as base for the 2004 RTP. Phase I is supported by 3 consultants:

- Detailing of visioning process; by The Planning Center
- Analyzing impacts of the adopted 2001 RTP; by Civic Technologies
- Exploration of alternative vision scenarios; by Urban Possibility (this report)

Before summarizing the "alternatives" work it may be well in this introduction to consider reminders of the extraordinarily unique character of the Southern California region: unique in size, geography, history, population growth dynamics, diversity, economy, and much else. Thus diagnosis and prescription based on other places must be handled with caution. The region has forged innovative paths before, and may well do so again. Appendix "C" provides summary data on historic regional growth.

The base case forecasts utilized in the alternatives study were those prepared for the draft 2001 RTP. (See Appendix "D")

B. PURPOSE AND APPROACH

The purpose of this part of the visioning process is to initiate and stimulate further formulation of possible alternative VISIONS or growth scenarios. Work over the next several years will explore those presented here and other possible visions, eventually leading to a preferred growth scenario.

A "What If" approach was selected for the alternatives analysis documented in this report. Such an approach looks at varying strategies the region may implement and at trend shifts that may occur either consistent with or contrary to regional policy.

A series of "What If" questions dealing with a range of issues was prepared and then prioritized by the Subcommittee members resulting in high priority for such issues as affordable housing, in-fill development, Metrolink expansion, job distribution, fiscal issues, resource and power shortages, alternative fuels and other issues (see appendix "D"). The "What Ifs" were then combined in different groupings to construct the different scenarios. In some cases additional "What Ifs" were injected as the analysis proceeded. Also, in some cases the consultant added priority to issues which became more critical. This was especially true regarding HSR (high speed rail, and meant to include Maglev in this text) and airports which were deemed increasingly critical for scenarios aimed at balancing job growth in the Inland Empire.

II. ALTERNATIVES: LARGER CONTEXT

Programs aimed at shaping a vision for the future of Southern California must recognize the region's steadily increasing role in the larger contexts of global, continental, national and multi-state dynamics of migration, immigration, trade, and continuing growth of the high tech, information age economy.

A. GLOBAL, CONTINENTAL AND NATIONAL SCALES

At the global and national scale, **WHAT IF** there are major international disruptions or national policy shifts dealing with trade or immigration or defense spending, etc.? As the visioning process proceeds it will be well to keep in mind that the forecasts are only that, and rates of growth may change upwards or downwards based on such shifting global and national conditions. It could be argued that change creating either faster or slower growth could have either positive or negative impacts on the region, as it could also be argued that the region might have only minimal voice in shaping such change. Also, **WHAT IF** the region decides to limit growth, as some smaller regions have attempted to do, or attempts to significantly accelerate growth?

> **✓ Should the vision include a policy clarification re expected/desired total population and economic growth – how arrived at and with what policy commitments and assumptions re fiscal capabilities, water availability, and energy availability? Regional policy can influence rate of growth. Accepting forecasts as a given IS a POLICY choice.**

At the continental scale, **WHAT IF** there is a HSR connection from Canada to Mexico running through the region? (The term "HSR" as used in this report stands for High Speed Rail and is intended to include the possibility of Maglev systems). The "Cascadia" states of British Columbia, Washington, and Oregon are considering such a system from Vancouver, BC to Eugene, OR. California is considering a system from Sacramento/San Francisco to San Diego (as indicated in the SCAG plans. If these are both built and linked together, and if suitable for freight movement as well as passenger, then the alignment through the SCAG region would become even more important than the California system alone and could further impact vision for urban form.

> **✓ Should the vision promote or oppose continental HSR systems along with consideration of potential impacts on urban form?**

Also, at the national scale **WHAT IF** the region's role in transport of freight and cargo continues to escalate. This seems almost certain and is being pointedly addressed in SCAG's current plans for rail, trucking, shipping and airports, including, especially, the proposals for the Alameda Corridor and the Alameda Corridor East and the Southwest Passage.

> **✓ Clearly the vision must address continental freight/cargo transportation corridors and look closely at the potential impacts on urban growth and**

form as these traverse both built up areas and undeveloped areas of the region (MAP 1).

B. INTERSTATE SCALE

The potential for growth shifts caused by changes at the more constricted multi-state scale may be equally or more probable than those deriving from global and national dynamics. **WHAT IF** the SCAG region vigorously fosters increased interaction with adjacent states and regions? Of course, this is already occurring and has quite a history:

- Water supply and water management issues involve the region with the rest of the state, with Nevada, Utah, Colorado, Arizona, Baja California and Sonora.
- Energy production/distribution involves even broader multi-state relations.

There may be a new scale of economic "galaxy" forming which reaches to Las Vegas, Phoenix/Tucson, Mexicali, San Diego/Tijuana, Santa Barbara, San Luis Obispo, and Bakersfield (and Fresno?), (with Santa Barbara and S. L. O. and San Diego possibly choosing to be excluded, since they are implementing major growth limitation measures). Development proceeding currently on the huge Tejon Ranch on the north side of the Tehachapis, however, will almost certainly become part of this "galaxy".

Note that such a Super-region has 10 to 12 major SPOKES linking outward: the I-5, 99, and 101 leading northwest; rtes 14 and 395 leading north; the I-15, I-40, I-10, and I-8 leading northeast and east; the I-5 heading south into Tijuana and Baja California; and, possibly, Mexico routes 2 and 5 heading south and southeast from Mexicali. Note the importance of rte. 58 connecting from Bakersfield to Barstow and from there to the I-15 and I-40 as one of only two routes heading east out of the great Central Valley. In the unlikely event that a 4th major California port should ever be created at Morro Bay, Route 58 would also serve as that connection.

In addition to considering the major SPOKES, it is worth noting the major RINGS as they skirt the urban center of the region remaining mostly on the outside of the National Forests that form a closer-in ring around most of the currently urbanized region. An outermost RING could be thought of as extending from Nogales to Phoenix to Kingman, hence to Bakersfield via the I-40 and Route 58 and on to Paso Robles or San Luis Obispo. The rest of the rings at this scale, interestingly, use the Cajon Pass: from Mexicali (with its major new border crossing) to Cajon Pass via Route 86, the I-10 and the I-215, or from Tijuana/San Diego via the I-15; then, above Cajon Pass, the Route 395 to Route 58 to Bakersfield, or Route 138 and Route 18 through Pearblossom to the Route 14 to Newhall and to Route 126 to Ventura. It is also interesting to note how additional RINGS would be created with further improvement of Route 247 from the Palm Springs area to Yucca Valley, Lucerne Valley and Barstow, or on Route 18 from Lucerne to Victorville.

Note also the potential impact of HSR at this scale: both the possible route from Vegas along the I-15 and the possible State or regional route connecting to Victorville and Palmdale (MAP 2).

✓ Should the vision include possible joint development initiatives which might shift some of forecast growth to adjacent regions?

✓ Should the vision include joining with Nevada to promote and build HSR from Vegas to connection with regional HSR?

✓ Should the vision consider more intense development along corridors and nodes in the desert?

III. ALTERNATIVES: JOB/HOUSING BALANCE, "CHURN", AND REGIONAL GROWTH DISTRIBUTION

A: JOB HOUSING BALANCE

The Growth Visioning Subcommittee already has copies of the excellent SCAG report on *The New Economy and Job/Housing Balance in the Southern California Region,* and has received presentations on the report. It is clear that achieving a better Job/Housing balance could yield major advantages and help respond to several of the adopted "Growth Principles". Further analysis of the extent of imbalance and the nature of growth allocation shifts needed to achieve a significantly improved balance point to the complexity and magnitude of such an effort. Nonetheless, **WHAT IF** it is decided to mount major programs to improve the J/H balance? What would be entailed?

Appendix "D" shows Regional Statistical Area (RSA) and county jobs and housing data for both 1997 and forecast for 2025. To summarize:

County	1997 ratio	2025 ratio	Jobs Added 1997-2025 (1000s)	HHs Added 1997-2025 (1000s)
Ventura	1.26	1.40	138	7
Los Angeles	1.40	1.28	971	1,04
San Bernardino	1.07	1.23	527	36
Orange	1.52	1.91	698	18
Riverside	0.94	1.10	569	45

(Note that Imperial County was not included in this analysis)

It is clear that Los Angeles County and, especially, Orange County are "job rich", with Los Angeles County moving towards housing rich, and San Bernardino and Riverside Counties also housing rich but moving towards the 1.34 balance. The data (Appendix "D") illustrate the actual forecast numbers and show the huge concentration and added jobs and much smaller housing forecast for Orange County resulting in its very high J/H ratio (MAP 3).

Analysis can indicate the extent of shifts of either jobs or housing which would be needed to move towards balance. One approach taken was to compare an "Inland" area including all of San Bernardino County, all of Riverside County, and the northern 3 RSAs of Los Angeles County with a "Coastal" area containing the rest of Los Angeles County and Orange County (MAP 3; Ventura was not included since it is close to balance). The coastal area, so defined, goes from a 1.44 ratio to a forecast 1.47, while the inland area is at 1.0 for both 1997 and 2025. If one shifted 1/3rd of added coastal jobs to the inland area (approx. 500K jobs!), OR if one shifted 1/3rd of added Inland housing to the coastal area (approx. 370K households!), 2025 ratios would then be 1.37 for coastal and 1.21 for inland. Looking at the size of such numbers it appears smaller ratio shifts could still yield significant transportation, air quality, and livability benefits.

Additional analysis along these lines showed how much "chain" commuting is probably taking place with large numbers commuting into central Los Angeles County while others from central L. A. commute to Orange County, or how large numbers apparently come from the deserts into the western portions of the inland counties while many others from the closer portions of the counties then go in to L. A. County or Orange County.

The SCAG Jobs/Housing report discusses implementation strategies for improving J/H balance (pages 62-75). In summary, they include:

Strategies for Increasing Housing Production

- Economic Inducements including subsidy, special zoning or regulatory adjustments
- In-fill strategies including use of redevelopment and supportive public investments
- Parking reductions
- Brownfield strategies
- Transit-oriented development strategies (including location efficient mortgages)
- State and local finance reform
- State and Federal tax credits
- Mixed use zoning

Strategies to attract New Economy jobs

- Targeted education and research
- Job training
- Directed venture capital investment and incubation strategies
- Fiber optic cable investments
- Airport investment and promotion strategies

***It is assumed that growth visioning will include major commitments to improving Job/Housing balance.** However, several **caveats** should be noted:

✓ Analysis of actual commute trips strongly indicates that different parts of the region may have quite different workers/household ratios which could change appropriate J/H ratio in that particular area. This should be further researched as policies are developed.

✓ There is often an important degree of mismatch between types of jobs and worker skills in any given area. This implies that diversity of both job and housing types in sub-regions and smaller areas will be advantageous.

✓ Given that the job commute is a decreasing percentage of total trips (Telecommunication? Changing lifestyles?), there are a number of other ratios which will impact congestion, air quality, general livability and, to some degree, walk-ability. These may include education, civic, commercial, medical, recreational, cultural, or entertainment uses, etc. The degree and scale of such diversity of use in relation to housing may provide additional livability performance indicators.

✓ Given the American and Southern Californian penchant for unfettered mobility, there will always be an ongoing "churning" (see below) of many workers regardless of how perfect a match is provided.

✓ Job/Housing balance is important, but cannot be the whole picture.

B: CHURN

This population and land-use dynamic is important in both recognizing the limitations as well as the potentials of J/H balance policies. It is meant to refer to the huge number of changes in the make-up of the population, their frequent changes of home, workplace, and other travel destinations, and the changes of the location of the destination points themselves.

An analysis conducted in the early '90s looking at "churn" from '80 to'90 estimated that while the region grew by about 2.8M pop. From 11.8M to 14.6M approx. 2.25M died or left the region, so actual gross added pop. was about 5.1M either born or moving in, and, therefore, some 19.7M persons were in the region at one time or another. Then, if each of these made (or had made for them) 2-3 different housing choices and, for the adults, 2-3 different work choices, there could have been 60 to 100 MILLION choices impacting travel, and this doesn't include changes for different schools or churches or shopping or recreation, etc. Furthermore, this doesn't include businesses and other facilities that die or are born or move in or move out or the provision of new transportation facilities. (And this was for a smaller population. In the decades ahead, if this analysis is correct, there could be well over 150M such changes /decade,)

In all, there is huge and on-going and highly complex "churning" taking place. While it points to the impossibility of achieving precise "balances", it also shows how "balancing" is constantly underway and indicates that key development decisions have an opportunity to bring about significant changes in balance. It is probably this dynamic that has produced the relatively constant average commute times and distances in the region despite extensive outward growth.

***Visioning can count on the phenomenon of "churn" to support J/H balancing efforts**

C: GENERAL GROWTH DISTRIBUTION

Beyond the adjustments in growth distribution for J/H balance, **WHAT IF** actions are deliberately taken or events occur which significantly modify the distribution of amounts of growth to the different sub-regions (alternative patterns of growth are then considered in the ensuing chapter).

Numerous 'What Ifs" could bring about such changes: differing infrastructure investments, major unexpected developer decisions, changing consumer life-styles and

preferences, changing tax structures or energy or water availability, etc. There are two obvious variations form the adopted RTP distribution to be considered:

- A more concentrated coastal distribution pushing more growth into the heavily urbanized coastal areas of Los Angeles and Orange counties.
- A more dispersed inland distribution to North Los Angeles County, San Bernardino County, Riverside County, and, possibly, Ventura County. This could still be to closer-in or quite far out – even, as discussed in chapter III, beyond the region. It could also emphasize different directions: north, northeast, east-southeast.

Conventional wisdom in professional and academic circles strongly favors the compaction alternative, and MTA is currently adopting such a strategy in Los Angeles County. Still, both possibilities merit consideration in a visioning effort. Opponents of dispersion castigate it as wasteful sprawl, as more expensive, as socially flawed and much else. Proponents say "it depends": at what densities, how designed, how financed, etc. and also point to broad consumer preferences, to potential added ongoing adaptability and resultant diversity, to added quality of life. The opponents of compaction raise questions also of cost and social benefit and Quality of life to which proponents point to changing consumer life styles and the excitement of dense, highly urban environments like those found in San Francisco or Manhattan or European cities. Much of the debate has been focused on other urban areas quite unlike Southern California and doesn't recognize the special opportunities and challenges faced by our unique region.

To provide a sense of what magnitude of numbers might be involved, consider that if 1/3rd of forecast coastal growth were shifted to the inland sub-regions for a dispersed scenario, or 1/3rd of forecast inland growth were shifted to coastal subregions for the compaction scenario. The amounts would be 510K jobs and 310K HH shifted outward or 410Kjobs and 370K HH inward for the dispersed and compaction scenarios respectively. These would be radical shifts. However, in either case there remains very substantial growth in both areas. It may be worth noting that in the '60s forecasts for growth to central L. A. County proved to be 2 times too high, as much more growth went to outer counties. Forecasts do not always hold up.

***It is assumed the growth visioning effort will consider broad alternative compaction and dispersion distributions** since they could become desired policies or result from implementation of other "what if" engendered policies or could also occur as a result of other "what if" events regardless of policy. Combinations of 'What Ifs" which would lead to such alternative distributions could include:

> ALTERNATIVE SCHEMATIC SCENARIOS (For this analysis let "coastal" be L.A. County minus RSAs 8,9, and 10 in North County plus all of Orange County and "Inland" be North L.A. plus all of Riverside and San Bernardino.)

ALT. #1: COASTAL EMPHASIS (compaction)

WHAT IF….

- There is available infill land (w/ rezoning) and feasible techniques for moderate to high density infill, retrofit, and brownfield reuse to accommodate significantly more D.U. and jobs in the already "urbanized" primarily coastal RSAs (L.A and Orange County only) than are allocated in the '01 RTP and with corresponding lesser allocations in inland RSAs. (Note that this assumes Ventura County continues it's successful modulation of growth and preservation of agriculture. If this should change, and considering southern Ventura County as coastal, then there would be significant added coastal land available and eastward growth pressures diminished. Note also that this assumption questions the conclusions of the "Raising the Roof" report regarding very limited potentials for infill development.)
- Major expansion of endangered species restrictions and/or other growth limitation measures occur inland.
- No State HSR (high speed rail) is built to or though Inland RSAs
- No regional Maglev or other HSR built to inland RSAs.
- Expanded and accelerated light – or heavy -- rail transit development in coastal RSAs with moderate to high density centers at stations.
- Funding available for added parks and schools and public facilities to serve denser coastal population.
- Funding available for expanding existing sewer, road, and transit systems for denser coastal population.
- Techniques available for creating adequate affordable housing with restricted land supply, for preventing undue gentrification, and for achieving reasonable geographic integration by income.
- Minimum use of outlying airports and more intense use of "close in" airports.
- Manageable conflict with escalating rail and truck freight movement through denser coastal area.
- Major shift in consumer preferences towards higher density urban life styles.
- ?
- ?

ALT #2: INLAND EMPHASIS (dispersion)

WHAT IF

- Adequate acreage available in "inland" (include North L. A. County, San Bernardino County, and Riverside County) for substantial moderate to moderate-low density additional DU and jobs above the '01 RTP allocations. (Note that this assumption conflicts with the highly questionable conclusions of the "Sprawl Hits the Wall" report

distributed to and presented to the Growth Visioning Committee, but is consistent with already entitled developments in Riverside County, apparently).

- Strong resistance to infill densification in built-up coastal area.
- State HSR built and aligned on inland route (I-15/215) contacting March, George (So. Cal. logistics Port) and Palmdale airports,
- Construction of SCAG Maglev (or other HSR technology) accelerated and stations developed as moderate to high density mixed use metropolitan centers.
- Possible development of additional HSR/Maglev to Nevada.
- Possible development (longer range future) of HSR to Phoenix.
- Only limited development of added light rail in coastal area and consequent increasing congestion in coastal area.
- Alternative fuels (hydrogen?) available for private vehicles.
- Funding available for added public facilities and for urban services for “Greenfield” development.
- Increasingly high costs for utility and road expansion associated with infill/densification in built -up coastal area of region.
- Techniques and funds available for stimulating growth of diverse inland job base moving to much improved job/housing balance.
- Major investment inland in higher education, job training, and K-12 education.
- Techniques available for achieving reasonable geographic integration of housing by income.
- Major shift of airport passengers and cargo to inland airports and away from coastal airports (and non development or minimal development of El Toro airport and minimal expansion of LAX).
- Southwest passage becomes a development “armature”.
- Recreational, cultural, “urbanity” enrichment to evolving inland metros.
- New route through/over the Santa Ana Mtns. linking South Orange County and southwest Riverside County
- ?

IV. ALTERNATIVES: REGIONAL FORM, SCHEMATIC SCENARIOS

A. NATURAL FORMS

Without pressing comparisons with the dramatic settings of other World Cities, it can surely be said that Southern California has a very special and dramatic natural environment. It has a grand scale; is often stark; no intimate bays, inlets and archipelagos form the seascape, but just a grand edge on the great Pacific with only a few islands quite far out. No wide flowing rivers, but rather the dual natured streams that go from faint trickle to rushing torrent in the changing seasons and weather. The mountains are high and close in – dramatic, but without the Swiss kind of picture-post-card grandeur. The desert presents huge expanses which can also show variation with the season, but where open expanse dominates as nowhere else on land. What is unique is the diversity, the scale, the juxtapositions of environments.

Despite the grand scale, these environments are quite fragile and highly subject to the impacts of the massive urbanization adjacent to or penetrating or flooding over the different ecologies. True, protecting this setting has been an increasing part of the public agenda, but **WHAT IF** future urban policies further emphasized conservation and restoration of these natural assets and wove them more visibly and functionally into the changing urban pattern?

A place to start with such a goal would be the rivers and their watersheds. Not only did they determine early settlement locations, but also major transportation routes. They likewise provide critical habitats themselves but also are the locus of our essential water basins and serve as the major connection to the likewise critical and surprisingly delicate inshore ocean habitat. Further, they are tangible and visible integrators crossing city and county boundary lines and linking jurisdictions and numerous agencies and ecosystems in management challenges (in contrast to the mountains or deserts where there is somewhat more clarity of management jurisdiction for at least large portions). (MAP 4)

SCAG is already engaged in different river/watershed management programs, and has been, going back to Open Space planning in the early ‘70s, the federal section “208” planning in the later ‘70s and ‘80s and including current involvement on plans for the Los Angeles and San Gabriel and Santa Ana rivers. These, along with the Santa Clara R. are the largest ones in direct contact w/ major urbanization. Vastly larger but more distant from the urban concentration, of course, is the great Colorado River – essential in the regional life and directly linking the region with other states and nations.

In addition to the numerous shorter creeks along the coast, the next larger coastal rivers include: in Ventura County: the Ventura R. and Callequas Cr. (flowing into the Mugu Lagoon); in Los Angeles County: Ballona Cr. (flowing into the ocean next to the Marina Del Rey harbor) And the Dominguez Slough (flowing into the L. A. Harbor; in Orange County: San Diego Cr. (flowing into Newport Bay), Aliso Cr., and San Juan Cr.

Looking at inland rivers: in northern Ventura County note Piru Cr. which eventually reaches Lake Piru and then the Santa Clara R. and the Cuyama River which flows into Santa Barbara and San Luis Obispo counties to reach the ocean near Santa Maria; in L. A. County, north of the areas drained by the Santa Clara and L. A. and San Gabriel Rivers (which reach far northward into the San Gabriel Mtns.) are only a series of shorter creeks and several larger washes all draining northward; in San Bernardino County there is only the Mojave coming down off the mountains to Victorville and extending beyond Barstow and then many washes with those in the east leading to the Colorado R.; in Riverside County the urbanized western section drains into the Santa Ana R., the San Jacinto R. collects drainage on the west side of Mt. San Jacinto, while east of the mountain the Whitewater wash extends through the Coachella Valley to the Salton Sea and there are numerous other desert washes between the Coachella valley and the Colorado River; Imperial County, in addition to bordering on the Colorado R., has the New River (from Mexico) and the Alamo River flowing to the Salton Sea.

*A possible major goal of a new vision for the region could be to place strongest emphasis on conservation and preservation of the regions natural eco-systems with a focus on watersheds and rivers. This approach would include measures to manage run-off and waste treatment, manage flood conditions, improve water quality of groundwater and inshore ocean waters, manage habitats (mountain, desert, riparian, ocean), expand the use of our underground basins for storage (conjunctive use) thus addressing water supply, etc.

*In addition, the vision could focus on providing for expanded recreational use along the rivers, could further develop and improve the relationship between the river systems and the transportation systems, could further the development of trail systems, could further develop and improve historic sites located along the rivers, and could develop the river systems as a useful, beautiful, landscaped armature for the evolving urban form. Most of the needed supporting legislation, guidelines, examples, institutions and working arrangements for such a program already exist. The possibility could be to give this high priority in the new vision for the region.

B. Alternative Urban Forms

Considering the constraints and opportunities of the natural forms of the region, and considering the possible alternative J/H visions and broad growth distribution alternatives, **"WHAT IF"** the regional vision includes broad and diverse patterns of urban form?

Some generalized alternative urban form scenarios are implied in considering alternative interactions with the larger "super-region" context, the J/h balance alternatives, the very general alternative growth distributions, and the potentials for emphasis on the region's watersheds and natural systems. At this point examine the possible alternative schematic scenarios in more detail.

ALTERNATIVES – LARGER CONTEXT

Consider first the alternatives at the larger context and consider the "What Ifs" examined in chapter II. This explores the possibility that with new technology – primarily HSR plus advanced telecommunication – the kind of decentralized outward expansion that occurred at the regional scale in the post WWII era may now begin to occur at a much expanded scale accompanied by domestic migration patterns reversing or short-stopping the flow towards the coast, and supported by regional, state, and national policies and linked to continued expansion of trucking. Impact on urban growth would probably first of all be lessened, or slowed, within the SCAG boundaries with more growth going to adjoining states and regions – particularly to the Las Vegas region and the Phoenix region --, but also to Kern County, both south of Bakersfield (the Tejon Ranch) and also south of the mountains around Mojave and Edwards Air Force Base.

Within the region, if similar dynamics occur in the San Diego region, then Imperial County, on another major trucking route and with the expanded border crossing recently opened just east of Calexico, could experience added growth.

Blythe and Needles both also might be impacted. Barstow would become even more prominent as a major shipping junction for the entire southwestern U. S. Growth would probably be further stimulated in the Victor Valley and the Antelope Valley, and there could be added utilization of Palmdale, Southern California International, San Bernardino International and March airports. (Refer back to MAP 2)

***Visioning should consider possible different development patterns brought on by increasing interaction with adjoining states and regions.**

A DISPERSED REGIONAL FORM

Such a "Larger Context" scenario combines best with a dispersed distribution scenario (Chapter IV), but the dispersed scenario could be considered with or without an emphasis on "larger context" policies.

Such a scenario would favor and promote an emphasis on shifting jobs outward over shifting housing inward (which, however, still would be a key policy). Note that HSR is highly important and possibly critical to implementation of a dispersed growth pattern, as is, also, a major emphasis on Inland airports. Then, noting the station spacing necessary for efficient HSR operation, metro-scale centers, along with the numerous city/town and village scale ones, would be feasible and beneficial rather than a development of numerous smaller scale centers only. With reasonable minimum density standards reflecting recent averages in coastal areas, and with zoning and incentives to encourage mixed use centers at diverse scales, efficient and livable communities could be created. These could be quite different from many older desert area patterns. In other words, there could be beneficial compaction at smaller scales within the macro-scale dispersion. In addition to the inland valley areas, development would accelerate in the lower and upper deserts. (MAP 5).

Development patterns in the more urbanized coastal areas with this dispersed scenario and with or without the “larger context” scenario would be more as envisioned for the ’01 RTP, but not happening as fast.

A COMPACT REGIONAL FORM

The “Larger Context” scenario could be linked also to the compact distribution scenario, though impacts would probably not be as dramatic in the desert. Whether or not linked to the “larger context” scenario different centers patterns and densities are probable with the compact scenario in both the coastal and inland areas. Since mobility in the built-up areas of the region is already extremely limited, adding more growth over and beyond that called for in ’01 RTP could mean near paralysis without very extensive transit development. The multi-metropolis pattern of the dispersed scenario could become more of a massive “merged” megalopolis with added peaks of intensity in close proximity to each other in the inner or coastal area, and the inland area – or at least the desert area – now probably without the impact of HSR, showing a more scattered pattern of less metropolitan centers and slower growth. (MAP 6).

URBAN FORM NOW: MAP 7A depicts present day urban form as indicated by population density patterns by city using year 2000 Census figures.

URBAN FORM(S) ’01 RTP: MAPS 7B AND 7C depict schematic suggestions for alternative urban forms as contained in the '01 RTP.

EVALUATIONS: There are adopted “Principles” intended to guide the visioning process. This evaluation is applying to the Dispersed and the Compact and not the alternatives 7B and 7C: "How might the Compact and the Dispersed urban forms...." How might the urban form alternatives stack up, and are there additional principles or goals to be considered?

- Principle 1: on better linking land use and transportation. Alternatives emphasize different rail, airport, and highway systems at regional scale, but major links to occur at next scales down (see Chapter V). Compact form with lower speed transit offers opportunity for more transit oriented centers. Dispersed form with HSR offers opportunity for new scale of transit oriented centers in inland areas.

- Principle 2: The focus on urban centers. Alternatives recognize and consider at differing scales (see Chapter V).

- Principle 3: Preservation of stable single family neighborhoods. Would densification required in Compact form conflict? For all scenarios, what will be impact of increasing loads in freight corridors?

- Principle 4: Improving J/H balance. Debatable. Case can be made that emphasis on inland airports and HSR could contribute to stronger job

development inland and better J/H balance. On the other hand, diverting housing growth from inland to coastal could also improve balance.

- Principle 5: Encouraging transit oriented development. Alternatives tend to emphasize different types of transit. Densities in the compact form could encourage and almost enforce transit orientation (Note MTA strategies). Is this a function of smaller scale design?

- Principle 6: Walkable areas. A function of smaller scale design.

- Principle 7: Travel choices. See principles 1 and 5, above.

- Principle 8: Affordable housing. Debatable. Compaction tends to limit land supply and push prices. Would compaction also make home ownership more difficult as well as work against income desegregation programs like "Moving to Opportunity" or would Dispersion lead to greater segregation? Note that in either case, a major portion of the added growth will be what was formerly termed "minority" or non-white.

- Principle 9: Conserve open and environmental areas. Compact does best. Dispersed would require careful planning and development, but might provide the possibility for more use and enjoyment of such areas.

- Principle 10: Education support of balanced growth. Not a function of alternative scenarios?

- Principle 11: Improved quality of life for all. Expected to be subject of intensive debate following completion of this phase 1 of the visioning process. Does this principle lead to another set of criteria or measures? See the following:

The principles don't cover important measurable SCAG objectives such as those listed and examined in SCAG's "The State of the Region 2000" report. Thus:

- What will best support the regional economy (employment, income, sales, trade, etc.)?
- What will least stress the region's "ecological footprint"?
- What will be most adaptable to Advanced Transportation Systems?
- What will best address issues of poverty, general education, health, safety?

There are performance indicators for these issue areas. There are also performance indicators for other issue areas listed in the RTP such as

- equity/environmental justice, or
- geographic equity, or
- cost effectiveness.

(See Appendix "F")

It is assumed that the visioning process will be open to widely varying possibilities such as significantly more dispersed or compact scenarios and that evaluation and screening

to take place in Phase II of the process will consider a broad array of criteria in addition to the currently adopted principles.

V. ALTERNATIVES: Inter-county, Subregional, Metro, City/Town

As seen above in Chapt.IV, the adopted principles often will apply best at scales below the regional scale and it is desirable to leave maximum latitude for more detailed visions and designs to the sub-regions, counties, individual cities, or special agencies or joint power agreements (JPAs). These governments participate in the regional form decisions as well, but, once agreed upon, the regional form then sets certain parameters within which the subregions and the local governments then exercise flexibility. In many cases sub-regions agree on basic growth allocations with the local governments in their own sub-regional process and then input these allocations to SCAG, engaging in a combined top-down and bottom-up process.

> **✓ The urban design – the urban visions – for subregions will often be similar to that at the entire region but at smaller scale and may be different from that for a city or town, depending on the sizes of the subregions and the cities involved and depending on the degree to which there may be cooperative designs/visions between several subregions or governments.**

A. SUBREGIONS

As a sample of an approach to such combined subregion planning/visioning, consider a schematic scenario combining the Western Riverside and the Orange County subregions (recognizing that innovative General Plan, habitat and transportation work is underway in Riverside County, that innovative transportation, watershed, and habitat planning is going forward in Orange County, and that far reaching multi purpose planning is also underway on the Santa Ana River and San Gabriel River watersheds).

To a significant degree the future of the SCAG region will depend on the nature of the development of western Riverside County and the interaction with Orange County. Considering also the dynamic relation with San Diego Co and Baja California, and reviewing the patterns of "SPOKES" and "RINGS" (MAP 2), the strategic location of this area becomes apparent in a geopolitical sense. The J/H balance extremes between the two counties (Orange and Riverside) and the crisis of traffic congestion on the 91 further emphasize how critical this area is and the important role solutions here will play in future regional growth policy. For this hypothetical example assume the following **WHAT IF**s:

- Neither an extreme regional dispersion nor compaction, though incorporate key features of the dispersion scenario and expect a degree of diversion of growth from the coast, particularly of jobs.
- Focus on improving J/H balance by bringing more, and more diverse, jobs to Riverside County
- Both the "line 1" Maglev including LAX to March and the State route up from San Diego along the I-215 built on accelerated schedules. If the State pulls back on their plans, a new joint HSR program is initiated with San Diego County
- Accelerate schedule for the SCAG Maglev line from Irvine to Riverside and San Bernardino.

- Major development of March field and probable concomitant reduction or non use of El Toro for commercial aviation
- Existing and proposed transit corridors (urban rail) as per '01 RTP plus additional commuter rail along I-15 in Riverside County
- A new x-Mtn route from south Orange County to Hemet (routed via March Field or more south as an improved rte. 74 and providing further improved connection to the Coachella Valley (via improved rte 79 or eastern portion of 74.).
- Potential for new "metro" scale center at crossing of I-215 and new x-Mtn. Rd.
- Potential for new major center at crossing of I-15 and new x-Mtn. Rd.
- Potential for new development above Prado dam in the Chino Basin as dairy industry leaves. This would then involve the San Bernardino subregion.
- Provision for major added housing in Orange County especially along the reshaping of the Santa River Corridor and in South County areas connecting to the new x-Mtn. Rd.

Such a schematic scenario (MAP 8) begins to shape a significantly modified vision for the region and for the affected subregions. The intended overall effects are to link the existing major Inland Empire cities more strongly to San Diego and to southwest Riverside County, to further emphasize the inland, northwest-southeast corridors roughly parallel to the coastal I-5 route (thus strengthening "RING" development – see chapter II), to establish an additional east-west corridor running from south Orange County to as far as the Coachella valley (thus adding a major new transportation "SPOKE" – see chapter II), to heighten the prominence of the combined metropolitan "core" around the two city centers of the city of Riverside and the city of San Bernardino. The scenario could also model environmental management along the Santa Ana River, the San Jacinto River and other creeks.

Such a scenario could significantly relieve extreme future congestion in the coastal area, shift more growth inland, and support the addition of jobs to the inland area for improved J/H balance. Regarding job stimulation and the potential importance of airports, a presentation by Prof. John D. Kasarda from the Univ. of North Carolina keynoting a 6/21/01 UCLA conference on transportation futures emphasized the driving role of major airports in promoting job growth, including high tech growth.

As stated this scenario is intended only as a sample of possible approaches for the subregions in Phase II of the visioning process, and it is recognized that the subregions effected may embellish, modify or reject these schematic concepts. Similar programs may take place between Ventura County and Los Angeles County (including connection to the Palmdale airport and further emphasizing "RING" development), or between the high and low desert areas, or between the smaller and more intensely developed subregions in L. A. County

Considering subregional initiatives, note the recent competition staged by the Orange County subregion and the significant hypothetical examination by The Planning Center of infill residential capacities by reusing strip commercial lands.

✓ As subregions participate in the visioning process they should be encouraged to test significantly different development concepts, especially those that could have major impact on regionwide form.

✓ Accelerated and new joint subregional programs focused on Western Riverside County could have major region-wide impact and other similar opportunities exist in other subregions.

B. CITIES, TOWNS

At the yet smaller scale of city or town one can consider "Grain" of mixture of uses and densities, more detailed land use patterns such as corridors and grids and stars and satellite, etc., and can start utilizing design "elements" (Kevin Lynch) such as "paths", "nodes", "landmarks", "edges", "districts", "gateways", etc. It is at this scale that so-called "new urbanism" principles can best be applied (as outlined, for example, in the Ahwahnee principles).

"What If" subregions and local jurisdictions engage in joint planning and urban design efforts focused on centers? The size and patterns of centers can vary in the different subregions and RSAs. Different classification systems for different size and type centers have been proposed over the years, with an interesting recent example proposed by the Denver COG and presented to the growth Visioning Committee in their January '01 packet. (see appendix "G"). In our size region (approx. 8 times the size of Denver), in addition to a larger "megalopolitan" scale center we will probably have a dozen or more "regional" centers, a much larger number of subregional centers of diverse use emphasis, and a host of community and neighborhood centers. Different centers aren't often clearly delineated, but made up of clusters or corridors of smaller centers.

Another way to describe the centers structure of the region is as a group of overlapping metropolises with metro centers and special use, city, town, village, community, and neighborhood centers. A possible area for research is to examine the different "sheds" and their impact on urban form and infrastructure. This might include the watersheds, commute-sheds, education-sheds, retail-sheds, recreation-sheds, culture-sheds, healthcare-sheds, etc., as well as the actual governmental boundaries. Such examination could inform planning and urban design of centers and could lead to new arrangements for sharing responsibilities and benefits.

✓ Visioning at the subregional and local level may focus on examining patterns of different sized centers and different "sheds" being served in order to guide planning and design of more efficient and livable communities.

✓ The visioning at the most local level should strongly influence the subregional and regional work as well as visa-versa.

VI. SUMMARY

An abbreviated Chapter-by-chapter summary of questions, conclusions, and recommendations follows.

Chapter II looks at the "larger context" scales, considering global, continental and national trade and immigration issues, potentials for modified growth pressures, and new infrastructure possibilities. Connections to adjoining states and regions are then considered and the potential impacts on amounts and locations of growth.

Questions, conclusions, and recommendations:

✓ Should the vision include a policy clarification re expected/desired total population and economic growth – how arrived at and with what policy commitment?

✓ Should the vision promote or oppose continental HSR systems along with consideration of potential impacts on urban form if implemented?

✓ Clearly the vision must address continental freight/cargo transportation corridors and look closely at the potential impacts on urban growth and form as these traverse both built up areas and undeveloped areas of the region.

✓ Should the vision include possible joint development initiatives which might shift some of forecast growth to adjacent regions?

✓ Should the vision include joining with Nevada to promote and build HSR from Vegas to connection with regional HSR?

✓ Should the vision consider more intense development along corridors and nodes in the desert?

Chapter III then considers alternatives for Job/Housing balance, "churn", and regional growth distribution. Questions conclusions and recommendations:

✓ It is assumed that growth visioning will include major commitments to improving Job/Housing balance, (however several caveats should be noted)

✓ Visioning can count on the phenomenon of "churn" to support J/H balancing efforts

✓ It is recommended the growth visioning effort will consider broad alternative compaction and dispersion distributions

Chapter IV, considers alternative regional form scenarios – both treatment of natural forms and location patterns of the built form, and illustrates schematic evaluation according to the adopted Principals as well as other measurable criteria. Questions, conclusions and recommendations:

✓ A possible major goal of a new vision for the region could be to place strongest emphasis on conservation and preservation of the regions natural eco-systems with a focus on watersheds and rivers.

✓ In addition, the vision could focus on providing for expanded recreational use along the rivers, could further develop and improve the relationship between the river systems and the transportation systems, could further the development of trail systems, could further develop and improve historic sites located along the rivers, and could develop the river systems as a useful, beautiful, landscaped armature for the evolving urban form.

✓ Visioning should consider possible different development patterns brought on by increasing interaction with adjoining states and regions.

✓ It is assumed that the visioning process will be open to widely varying possibilities such as significantly more dispersed or more compact scenarios and that evaluation and screening to take place in Phase II of the process will consider a broad array of criteria in addition to the currently adopted principles.

Chapter V looks at alternatives at various smaller scales. Questions, conclusions and recommendations:

✓ As subregions participate in the visioning process they should be encouraged to test significantly different development concepts, especially those that could have major impact on regionwide form.

✓ Accelerated and new joint subregional programs focused on Western Riverside County could have major region-wide impact and other similar opportunities exist in other subregions.

✓ Visioning at the subregional and local level may focus on examining patterns of different sized centers and different "sheds" being served in order to guide planning and design of more efficient and livable communities.

✓ The visioning at the most local level should strongly influence the subregional and regional work as well as visa-versa.

VII. APPENDICES

APPENDIX A: SUBCOMMITTEE MEMBERSHIP

APPENDIX B: SUBCOMMITTEE MEETINGS

APPENDIX C: HISTORY; REGIONAL GROWTH

APPENDIX D: BASELINE FORECAST

APPENDIX E: PRIORITIZED "WHAT IF" ISSUES

APPENDIX F: SCAG PERFORMANCE OBJECTIVES

APPENDIX G: DENVER COG URBAN CENTER CLASSIFICATION GUIDELINES)

APPENDIX H: PRINCIPAL REFERENCE MATERIALS – PARTIAL LIST

Appendix A

SUBCOMMITTEE MEMBERSHIP

Growth Visioning Member List					
Last Name	**First Name**	**Title**	**Representing**	**e-mail Address**	**Phone Number**
Ansari	Eileen	Councilmember	City of Diamond Bar	eileen.ansari@ci.diamond-bar.ca.us	909-860-2489
Bruesch	Robert	Councilmember	City of Rosemead	rbruesch@prodigy.net	626-569-2100
De Paola	Donna	Councilmember	City of San Buenaventura	ddepaola@ci.ventura.ca.us	805-652-1200
DeSantis	Betty	Councilmember	LVMCC	ohndesantis@earthlink.net	818-706-1482
Dixon	Richard	Councilmember	City of Lake Forest	rdixon@city-lakeforest.com	949-461-3400
Eshleman	David	Mayor	City of Fontana	dakuszewski@fontana.org	909-350-7605
Hardison	Dee	Mayor	City of Torrance	dhardison@torrnet.com	310-608-2889
Loveridge	Ronald	Mayor	City of Riverside	rloverid@ci.riverside.ca.us	909-826-5551
Lowe	Robin	Councilmember	City of Hemet	rlowe@ci.hemet.ca.us	909-765-2307
McCullough	Kathryn	Mayor	OCCOG Subregion	kmccullough@ci.lake-forest.ca.us	949-461-3400
McTaggart	John	Mayor Pro Tem	South Bay Cities COG	mrrpv@palosverdes.com	310-544-5208
Perry	Bev	Councilmember	City of Brea	bevp@ci.brea.ca.us	714-990-7600
Roberts	Ronald	Mayor Pro Tem	City of Temecula	rroberts@citycouncil.org	909-694-6444
Valles	Judith	Mayor	City of San Bernardino	valles_ju@ci.san-bernadino.ca.us	909-384-5051
White	Charles	Councilmember	City of Moreno Valley	charlesw@moval.org	909-413-3001
Young	Toni	Councilmember	City of Port Hueneme	toni.young@verizon.net	805-488-3625
Ex-Officio Member					
Osgood	Frank	Mr.	Regional Advisory Council	fwosgood@worldnet.att.net	714-527-7659

Appendix B

SUBCOMMITTEE MEETINGS

Mtg. #1, July, ’00:

- Decision Doc. for ’01 RTP: growth, finance, aviation, transit and rail, goods movement, Maglev, highways,
- Outline re: livable communities
- Excerpts from ’00 State of the Region: report card, Ong essay, Fulton essay,
- Alan Crouse Income Equity Issue Paper.
- Relevant legislation

Mtg. #2, Sept., ’00:

- Status report on Livable Communities work program
- Brief backgrounds on Growth Visioning, Smart Growth, Livable Communities, and J/H balance
- Info on Growth Forecast issues.
- Presentation of 3 growth scenarios in ’01 RTP
- OK consultant RFPs

Mtg. #3, Oct., ’00:

- Atlanta Region Framework for the Future
- General discussion of issues

Mtg., #4, Nov., ’00:

- Envision Utah Report
- Venture Capital Investments report w/ info. on J/H balance
- San Diego “Region 2020 Strategy

Mtg., #5, Jan., ’01:

- Update Transportation issues
- Update Environmental issues
- Review Alternative Growth Strategies
- Denver Metro Vision 2020
- Implications of Growth Forecast doc.

Mtg., #6, Feb., ’01:

- Committee Mission Statement and Work Plan
- Growth Principles
- Update ’01 RTP

Mtg., #7, March, ‘01

- Revised Mission and Principles
- “Sprawl Hits the Wall” presentation
- Subregional Workplan
- RTP highlights

Appendix B, continued

Mtg., #8, April, '01

- Bay Area Alliance for Sustainable Development
- League of Cities Smart Growth Principles
- Census Data
- Historic growth data
- Prioritizing "What If" Issues

Mtg., #9, May, '01

- Prioritizing Issues
- Initial analysis of Impacts of 2001 RTP
- Survey of Growth Visioning Models
- Framework for Phase II Work Program

Appendix C

HISTORY; REGIONAL GROWTH

SCAG REGION: 6 COUNTIES; 38,000 SQ. MI.

EVENTS	***DATES***	***POP.***
1769-1834: Missions		
1834-1860: Ranchos, Gold, Statehood		
1890-1900: Towns,		
Breakwater '71, SPRR '76	1870	20-25K
SFRR '85	1880	57K
Oil	1890	160K
1900 – 1930: 2nd Stage Towns, Aqueduct, P. E.	1900	250K
Electricity,	1910	663K
Oil, Roads, Movies	1920	1.2M
1930s: Depression, Olympics	1930	2.7M
1940s: War, Aircraft	1940	3.3M
1950s: Aerospace, Electronics, Freeways,	1950	5.0M
1960s: Disruptions, Environmental Movement	1960	7.8M
1970s: Coastal Initiative, Prop 13, Econ. Slowdown	1970	10.1M
198os: Immigration, Trade, Olympics, "World City"?	1980	11.7M
1990s: High Tech, Communications, Trade, immigration	1990	14.6M
2000s: Millennial Era ???	2000	16.5M

Appendix D

Baseline Forecast

Population, Households, and Employment for the SCAG Region, 1997 Base Year and 2025 Projections, as Used in the Draft 2001 RTP

Subregion	Population 1997	Population 2025	Households 1997	Households 2025	Employment 1997	Employment 2025	Jobs/Housing Balance 1997	Jobs/Housing Balance 2025
Arroyo Verdugo Cities	391,556	480,849	142,004	180,071	180,717	268,172	1.27	1.49
City of Los Angeles	3,733,427	4,876,537	1,251,722	1,769,462	1,700,941	2,060,085	1.36	1.16
Coachella Valley Association of Governments	329,134	600,708	113,749	212,470	119,194	205,741	1.05	0.97
Gateway Cities Council of Governments	1,982,922	2,308,667	570,714	641,168	784,127	987,956	1.37	1.54
Imperial Valley Association of Governments	141,596	317,733	38,384	97,883	55,572	94,064	1.45	0.96
Las Virgenes Malibu Conejo Council of Governments	77,244	98,123	27,127	36,855	39,524	45,150	1.46	1.23
North Los Angeles County	502,409	1,268,768	153,943	444,731	136,472	304,163	0.89	0.68
Orange County Council of Governments	2,699,911	3,416,034	887,888	1,068,049	1,341,203	2,043,665	1.51	1.91
San Bernardino Associated Governments	1,613,419	2,786,936	508,551	889,873	510,695	1,085,706	1.00	1.22
San Gabriel Valley Council of Governments	1,763,554	2,141,654	519,104	606,177	689,846	845,524	1.33	1.39
South Bay Cities Council of Governments	852,829	915,002	294,034	319,219	404,512	510,526	1.38	1.60
Ventura Council of Governments	725,914	951,080	232,831	309,209	290,779	431,501	1.25	1.40
Western Riverside Council of Governments	1,090,132	2,232,981	349,078	721,423	311,622	800,676	0.89	1.11
Westside Cities	233,170	248,865	112,064	121,088	222,536	269,335	1.99	2.22
Subregion	**16,137,217**	**22,643,937**	**5,201,193**	**7,417,678**	**6,787,740**	**9,952,264**	**1.31**	**1.34**

Source: SCAG Draft 2001 RTP

Appendix D, Continued

RSA	Major City	Population 1997	Employment 1997	Households 1997	Jobs/Housing Balance 1997	Population 2025	Employment 2025	Households 2025	Jobs/Housing Balance 2025	Change in Jobs/Housing Balance 1997-2025
1	North Ventura/Los Padres	985	103	230	0.45	1,305	122	300	0.41	-0.10
2	San Buenaventura	168,634	75,407	59,668	1.26	219,889	101,020	75,144	1.34	0.07
3	Oxnard	267,111	104,551	78,116	1.34	342,161	149,578	105,421	1.42	0.06
4	Simi Valley	143,395	39,785	45,404	0.88	197,869	81,136	64,217	1.26	0.44
5	Thousand Oaks	128,767	70,172	44,654	1.57	150,456	87,626	52,322	1.67	0.07
6	Fillmore	16,842	3,930	4,760	0.83	28,311	8,338	8,327	1.00	0.21
7	Agoura Hills	59,071	28,432	20,626	1.38	72,204	34,487	27,509	1.25	-0.09
8	Santa Clarita	175,483	57,608	55,780	1.03	354,896	103,391	126,751	0.82	-0.21
9	Lancaster	164,082	47,367	49,761	0.95	488,206	101,189	169,217	0.60	-0.37
10	Palmdale	161,184	45,203	47,791	0.95	415,974	96,856	146,010	0.66	-0.30
11	Angeles Forest	1,673	1,034	981	1.05	7,023	5,906	3,298	1.79	0.71
12	Van Nuys/San Fernando Valley	719,532	399,083	257,091	1.55	937,328	434,137	356,630	1.22	-0.21
13	Burbank	333,796	175,173	129,778	1.35	428,994	233,789	175,237	1.33	-0.01
14	San Fernando Valley	361,702	88,477	101,467	0.87	482,188	112,350	149,688	0.75	-0.14
15	Malibu	18,172	8,636	6,495	1.33	24,362	9,290	8,785	1.06	-0.20
16	Santa Monica	342,416	192,471	153,006	1.26	421,484	228,558	191,995	1.19	-0.06
17	Culver City	1,210,130	594,762	446,384	1.33	1,485,058	686,174	579,728	1.18	-0.11
18	Inglewood	612,740	312,865	215,358	1.45	671,730	360,635	242,678	1.49	0.02
19	South Bay/Torrance	485,002	253,601	163,147	1.55	575,893	354,433	198,702	1.78	0.15
20	Long Beach	512,092	206,879	184,609	1.12	611,085	309,487	223,279	1.39	0.24
21	East LA/South Gate	1,145,782	460,830	269,061	1.71	1,403,297	489,073	338,218	1.45	-0.15
22	Downey/Santa Fe Springs	736,808	285,920	217,764	1.31	823,527	335,415	227,962	1.47	0.12
23	LA Central Business District	146,519	269,761	43,212	6.24	183,572	292,429	64,214	4.55	-0.27
24	Glendale	571,201	184,266	184,004	1	714,091	222,082	242,331	0.92	-0.08
25	Pasadena	849,438	354,041	266,989	1.33	1,040,328	411,891	312,850	1.32	-0.01
26	Covina	691,683	252,076	191,360	1.32	843,556	329,153	231,625	1.42	0.08
27	Pomona	233,830	84,709	66,918	1.27	285,033	101,037	78,262	1.29	0.02
28	Ontario	634,402	237,306	190,260	1.25	1,019,192	479,798	304,934	1.57	0.26
29	San Bernardino	560,393	202,070	180,381	1.12	944,160	391,051	312,525	1.25	0.12
30	San Bernardino National Forest	56,901	9,965	17,860	0.56	140,847	29,234	47,433	0.62	0.10
32	Western San Bernardino Desert	273,926	76,451	89,719	0.85	556,156	174,089	182,454	0.95	0.12
33	Twenty-nine Palms	61,942	8,737	22,424	0.39	99,859	19,143	36,164	0.53	0.36
35	Buena Park	170,826	80,678	54,749	1.47	207,925	142,994	61,562	2.32	0.58

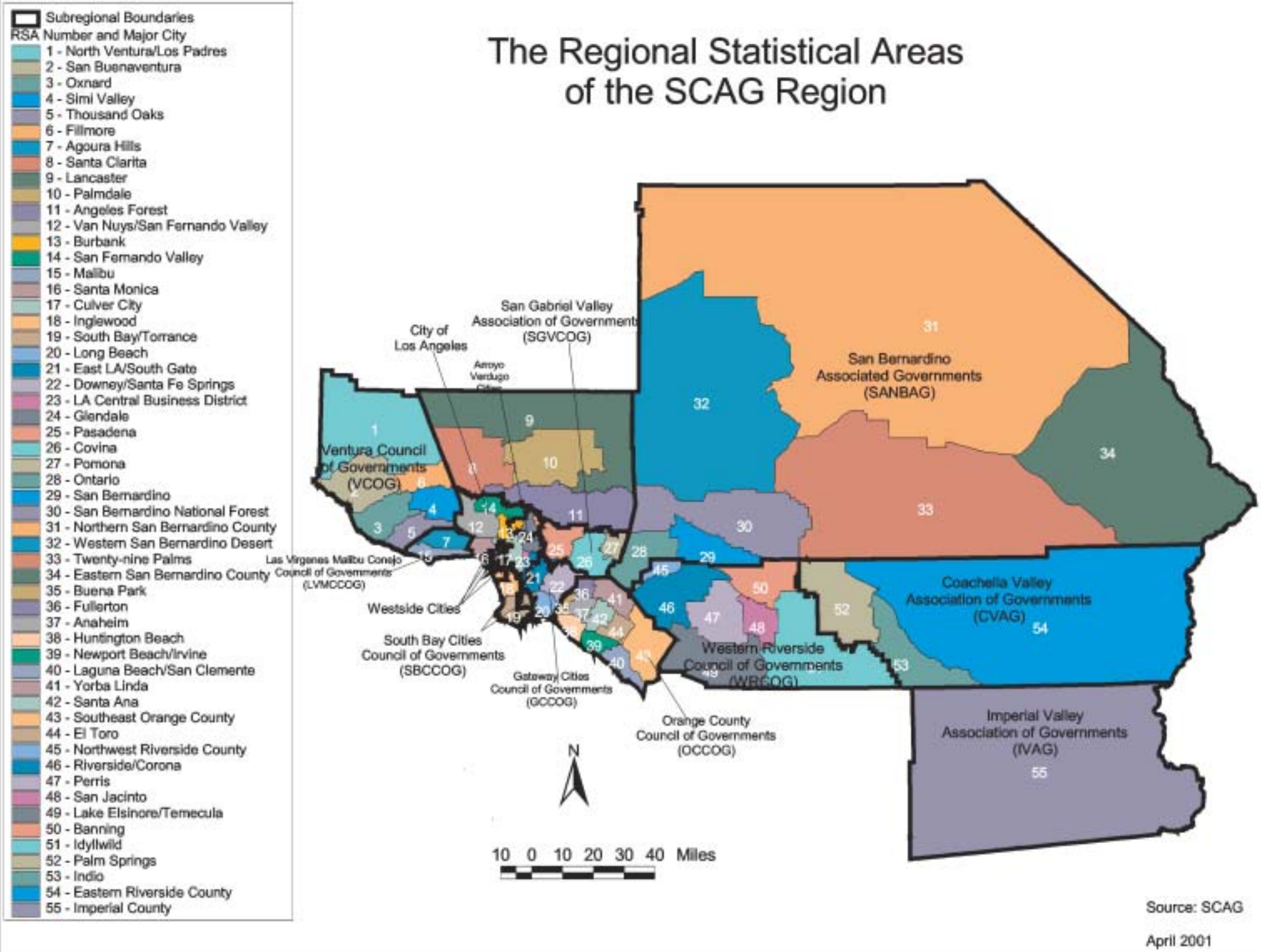
Source: SCAG Draft 2001 RTP Data from 11/09/00. (Used for Analysis Purposes Only. Subsequently Updated in Adopted 2001 RTP.)

Appendix D, Continued

RSA	Major City	Population 1997	Employment 1997	Households 1997	Jobs/Housing Balance 1997	Population 2025	Employment 2025	Households 2025	Jobs/Housing Balance 2025	Change in Jobs/Housing Balance 1997-2025
36	Fullerton	205,284	120,916	69,526	1.74	248,265	142,482	77,519	1.84	0.06
37	Anaheim	428,103	186,761	127,274	1.47	522,866	232,805	143,692	1.62	0.10
38	Huntington Beach	357,803	120,567	127,569	0.95	426,305	186,846	140,390	1.33	0.40
39	Newport Beach/Irvine	224,509	156,729	86,099	1.82	296,921	266,667	109,204	2.44	0.34
40	Laguna Beach/San Clemente	265,263	72,594	107,597	0.67	355,020	181,706	147,289	1.23	0.84
41	Yorba Linda	189,848	86,954	60,601	1.43	252,706	113,952	75,402	1.51	0.06
42	Santa Ana	523,917	316,169	140,506	2.25	628,049	369,701	158,040	2.34	0.04
43	Southeast Orange County	200,024	55,515	73,839	0.75	276,143	139,401	92,141	1.51	1.02
44	El Toro	134,989	148,743	40,128	3.71	207,580	276,267	67,852	4.07	0.10
45	Northwest Riverside County	74,292	12,222	24,782	0.49	195,521	50,225	65,255	0.77	0.57
46	Riverside/Corona	555,616	189,283	170,422	1.11	853,234	407,518	267,934	1.52	0.37
47	Perris	133,044	25,278	42,488	0.59	372,045	101,243	125,174	0.81	0.37
48	San Jacinto	128,973	28,152	46,940	0.6	318,301	72,110	99,419	0.73	0.21
49	Lake Elsinore/Temecula	140,991	34,069	44,866	0.76	335,656	124,397	109,892	1.13	0.49
50	Banning	57,009	14,800	19,579	0.76	170,955	52,448	60,293	0.87	0.14
51	Idyllwild	3,014	318	1,096	0.29	7,385	1,353	2,840	0.48	0.64
52	Palm Springs	183,403	93,004	71,867	1.29	312,455	139,157	119,493	1.16	-0.10
53	-0.15	-0.15	-0.15	-0.15	-0.15	-0.15	-0.15	-0.15	-0.15	-0.15

Source: SCAG Draft 2001 RTP

The Regional Statistical Areas of the SCAG Region



Source: SCAG

April 2001

MEMO

TO: Growth Visioning Subcommittee

FROM: Community Development Staff

DATE: May 24, 2001

SUBJECT: "What If" Analysis of Growth Issues

At the April 26, 2001, Growth Visioning subcommittee meeting, Frank Hotchkiss of Urban Possibility and SCAG consultant to the subcommittee presented a list of "What If" scenarios to the subcommittee. After Mr. Hotchkiss' presentation, the subcommittee members agreed to rank the priority areas and underlying issues within each area that will influence the magnitude and distribution of future growth in the SCAG region.

The Subcommittee responses to the "What If" survey ranked the seven priority areas influencing the magnitude and distribution of future growth in the SCAG region and the underlying issues within each category. The seven major categories were ranked as follows (within each category the highest-ranked issues are listed as bullets):

1. Housing
- Breakthroughs in financing for affordable housing
- Changing housing market towards higher density single family and more moderate density attached
- Affordability further diminished due to changing economic conditions

2. Land Use and Urban Design
- Accelerated land recycling, in-fill, brownfields reuse so that increased proportion of growth locates in built-up portion of the region
- Resistance and/or capacity limitations on inner region growth resulting in added pressure on outlying greenfields development
- Increasing shortages in public facilities: schools, hospitals, parks, etc.

3. Physical Infrastructure
- Additions to Metrolink
- Construction of extensive truck lanes throughout the region
- "Smart shuttle" proves workable as congestion and gas prices increase
- Major growth/no growth at outlying airports and downsizing, delay, or non-airport reuse at El Toro
- Impacts of High Speed Rail (SCAG's plan, State's I-15/215 or I-5, other – Las Vegas)

4. Socio-Economic Factors
- Major actual and geographic expansion of job opportunities, job training and higher education
- Significantly faster or slower growth

- Development or non-development of new/emerging industries

4. (Tie) Political/Fiscal
- Serious shortages or new availability of money for building new or maintaining existing infrastructure and for assisting housing construction
- New forms of inter-jurisdictional collaboration
- Changed tax structures to discourage fiscalization of land-use

6. Natural Resources/Ecological Systems
- Severe shortages of energy sources (oil, natural gas, electricity)
- Severe shortages of water
- Advances in energy conservation
- Significant deterioration or improvement of air quality

7. Technologic Innovations
- Breakthroughs on alternative fuels
- Breakthroughs on power generation
- Further expansion of telecommunication, e-commerce, etc.

Over the next several weeks, Staff will work the Consultant do conduct the following analysis on the prioritized issues:

- Estimate the impact on urban form and the nature of urban growth relative to the adopted working set of "Growth Principles" by considering schematic growth scenarios. To the maximum extent possible, ensure the impacts are amenable to quantitative performance measurement.
- Estimate the probability of occurrence of "What-Ifs"
- Initiate the examination of the availability of implementing strategies for encouraging, discouraging or mitigating the impacts.
- Prepare Final Report

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Appendix F

SCAG Performance Objectives

Table 3. 1 in the Draft 2001 RTP Update

Regional Performance Indicators Objective		
Mobility *Transportation System should meet the public need for improved access and for safe, comfortable, convenient, rapid and economical movement of people and goods*	*Avg. Work Trip Travel Time in Minutes* *PM Peak Freeway Travel Speed* *PM Peak Non-Freeway Travel Speed* *Percent of PM Pk Travel in Delay (Fwy)* *Percent of PM Pk Travel in Delay (Non-Fwy)*	*25 minutes (auto)* *45 minutes (transit)*
Accessibility *Transportation system should ensure the ease with which opportunities are reached. Transportation and land use measures should be employed to ensure minimal time and cost.*	*Work opportunities within 45 minutes of door to door travel time (mode neutral)* *Average transit access time*	
Environment *Transportation system should sustain the development and preservation of the existing system and the environment (all trips).*	*CO* *ROG* *NOx* *PM10* *PM2.5*	*Meet the applicable SIP Emission Budget And the transportation Conformity requirements*
Reliability *Transportation system should have reasonable and dependable levels of service by mode (all trips)*	*Transit* *Highway*	*63% on-time arrivals* *76% on-time arrivals*
Safety *Transportation system should provide minimal accident, death and injury (all trips)*	*Fatal Per Million Passenger Miles* *Injury Accidents*	*0* *0*
Livable Communities *Work by the Growth Visioning Subcommittee is continuing on defining quantifiable measures.*		
Equity/Environmental Justice *The benefit of transportation investments should be equitably distributed among all ethnic, age, and income groups (all trips).*	*By Income Groups Share of Net Benefits*	*Equitable distribution of benefits among all income quintiles.*
Geographic Equity *Work is continuing on defining quantifiable measures*	*Expenditures vs. Benefits*	*Equitable distribution of benefits.*
Cost-Effectiveness *Maximize return on transportation investment (all trips)* - *Air Quality* - *Mobility* - *Accessibility* - *Safety*	*Return on Total Investment*	*Optimize return on transportation investments*
Transportation Sustainability		

Appendix G

DENVER COG URBAN CENTER CLASSIFICATION GUIDELINES

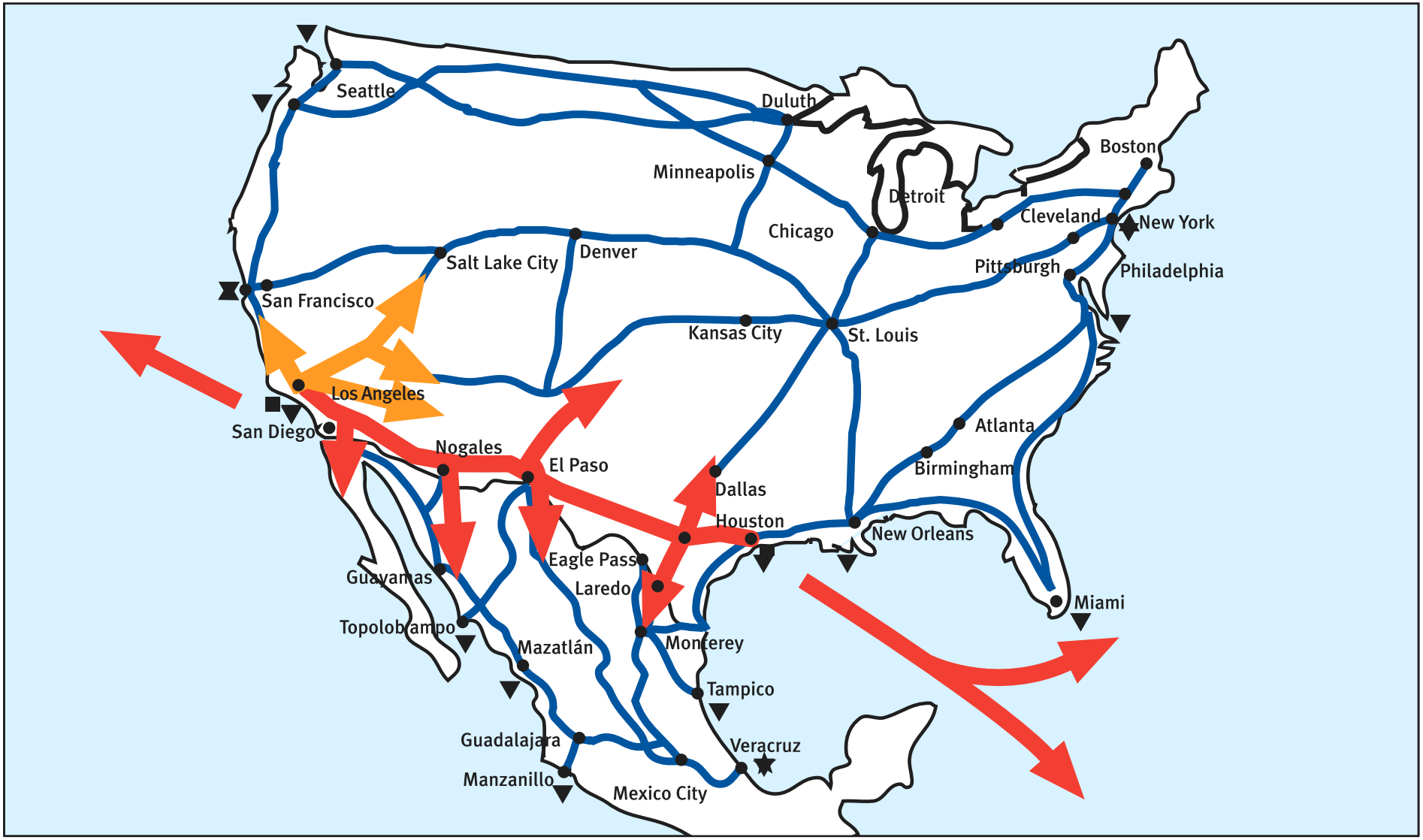
Reprinted from the DRCOG Metrovision 2020

	Growth Focus	Land Use	Transportation	Net Employment Density (Emp/AC)	Total Employment	Core Residential Density (DU/AC)
Central Business District	Regional	-Mixed use employment -Higher density residential -Civic/cultural facilities -Pedestrian & transit oriented design	-All modes -Hub transit system	80+	150,000+	50 U/AC+ 26,000 units in Impact Area
Regional Center	Subregional	-*Mixed use employment* -Higher density residential -Civic/cultural facilities -Pedestrian & transit oriented design	-All modes -Served by rapid transit line -Freeway connections	50+	20,000+	40 U/AC+ 8-10,000 units in Impact Area
Town Center	Subregional	-Mixed use employment -Higher density residential -Civic/cultural facilities -Pedestrian & transit oriented design	-Served by regional transit and local circulators	20-50+	10,000+	15 U/AC+ 500-4,000 units in Impact Area
Employment Center-Mixed Use Regional Center	Single-purpose employment center-by 2020, mixed use	-Employment concentration -May have retail or business focus -Support services -Residential development	-Served by highway & bus transit -May be transit served	20-50+	5-10,000+	5-20 U/AC in Impact area
Activity Center	Subregional	-Mixed use employment -Higher density residential -Pedestrian oriented transit	-Pedestrian & bike accessible -Served by highway & bus transit	25	2,000+	20 U/AC+ in Impact area
Community Center	Community retail growth	-Retail concentration -May contain other employment uses	-Served by major arterials -Served by bus transit -Pedestrian and bike accessible	25	2,000+	5-12 U/AC+ in Impact area
Neighborhood Center	Neighborhood development	-Retail concentration -May contain other employment uses	-Served by minor arterials -Served by bus transit -Pedestrian and bike accessible	25	500	5-12 U/AC+ in Impact area
Neighborhood Nodes	Neighborhood development	-Special retail & services functions	-Served by minor arterials -Pedestrian and bike accessible	25	100	5-12 U/AC+ in Impact area

Appendix H

PRINCIPAL REFERENCE MATERIALS – PARTIAL LIST

- SCAG: 2001 REGIONAL TRANSPORTATION PLAN UPDATE (RTP)
- SCAG: 2001 RTP DRAFT PEIR (PROGRAM ENVIRONMENTAL IMPACT REPORT).
- SCAG: TECHNICAL APPENDICES 1, 2, &3 TO 2001 RTP PEIR
- SCAG: THE NEW ECONOMY AND JOBS HOUSING BALANCE IN SOUTHERN CALIFORNIA (APRIL, 2001).
- SCAG: STATE OF THE REGION 2000 (MAY, 2000)
- MTA: 2001 LONG RANGE TRANSPORTATION PLAN FOR LOS ANGELES COUNTY (DRAFT, FEB. 2001)
- USC SOUTHERN CALIFORNIA STUDIES CENTER, THE BROOKINGS INSTITUTION & OTHERS (WILLIAM FULTON, PRINCIPAL AUTHOR): "SPRAWL HITS THE WALL".
- UC BERKELEY INST. OF URBAN AND REGIONAL DEVELOPMENT (IURD) & STATE HCD: "RAISING THE ROOF", (JOHN LANDIS, PRINCIPAL AUTHOR: MAY, 2000).
- UC BERKELEY IURD: "ESTIMATING THE HOUSING INFILL CAPACITY OF THE BAY AREA" (SANDOVAL AND LANDIS: OCT., 2000)
- UC BERKELEY, JOHN LANDIS, "45 MILLION CALIFORNIANS IN 2020", OVERHEAD PRESENTATION, JUNE 21, 2001,
- RIVERSIDE COUNTY INTEGRATED PROJECT (RCIP), COMMUNITY AND ENVIRONMENTAL TRANSPORTATION ACCEPTABILITY PROCESS (CETAP); "TRANSPORTATION ISSUES AND OPTIONS".
- KOHN D. KASARDA, "AEROTROPOLIS: AIRPORT-DRIVEN URBAN DEVELOPMENT" (IN "ULI ON THE FUTURE: CITIES IN THE 21ST CENTURY").



The Southwest Passage and Other Major Freight Movement
(Excerpt from 2001 RTP)

- Southwest Passage
- Major Southern California Links
- Major Truck/Rail Routes
- Major Ports
- Major Cities

The SCAG Region
98 RTP

Map #1

Southern California Association of Governments
April 1998

The SCAG Region in the Southwestern United States

Map 2

SOUTHERN CALIFORNIA ASSOCIATION of GOVERNMENTS

August 2001

Coastal
Non-Coastal

Jobs Housing Ratio
1997 - 2025
X.XX - X.XX

Source: SCAG's "Jobs/Housing Balance Report"
Thomas Bros. Network

Coastal/ Non-Coastal Areas
Jobs/Housing Balance 1997 and 2025

Map 3

SOUTHERN CALIFORNIA ASSOCIATION of GOVERNMENTS

July 2001

Perennial Water Features
Watersheds
Hydrologic Units

Source: 1998 Thomas Bros. (Hydrology), Calwater2, Teale Data Center Thomas Bros. Network

Surface Hydrology and Watersheds in the SCAG Region

Map 4

SOUTHERN CALIFORNIA ASSOCIATION of GOVERNMENTS

Dispersed Regional Form Scenario

Map 5

Existing
Redline
Greenline
Blueline

Proposed
Centerline
Redline Extension
Blueline Extension
Expo Line

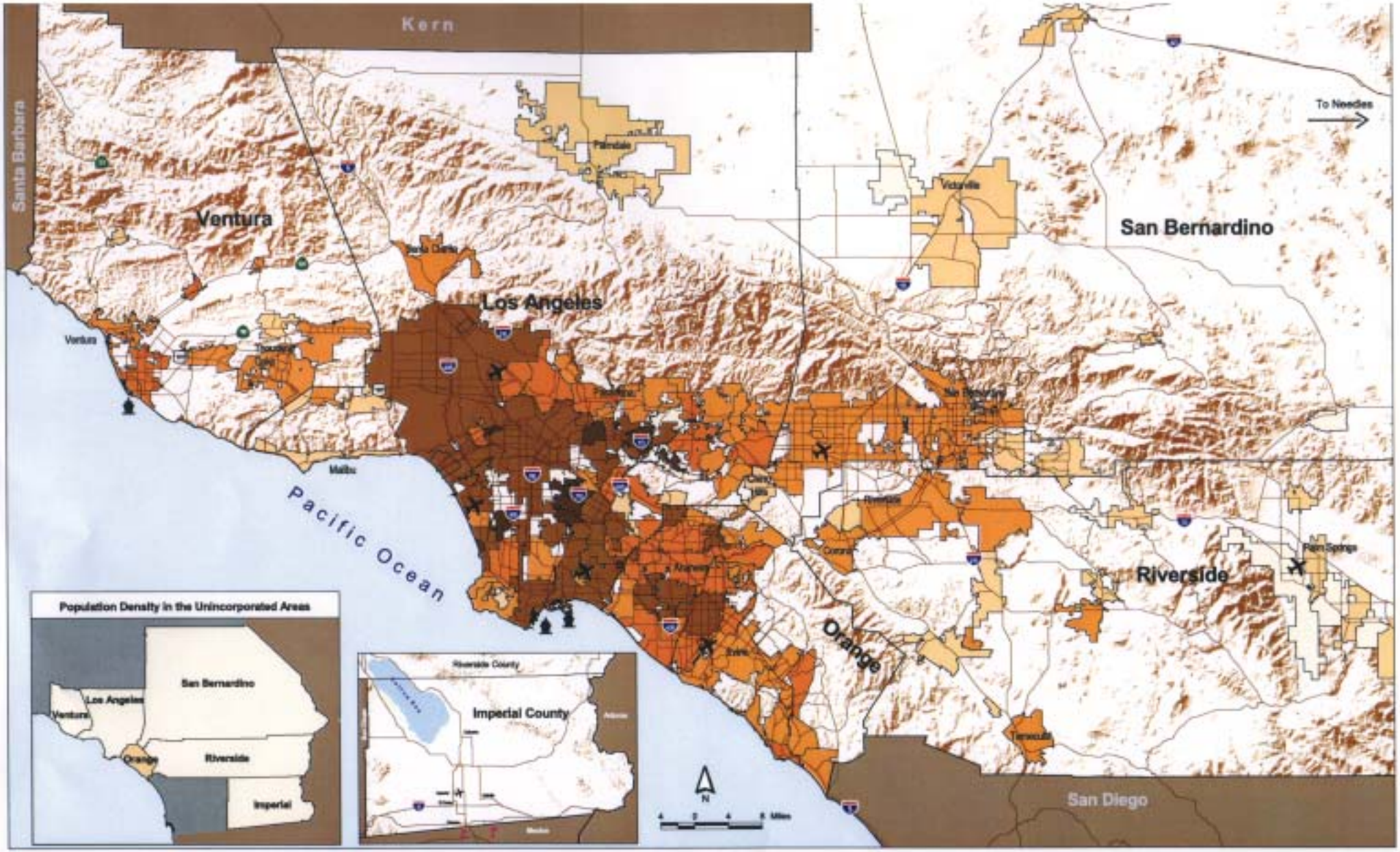
Coastal Area
Non-Coastal Area

Source: 2001 RTP
Thomas Bros. Network

Compact Regional Form Scenario

Map 6

SOUTHERN CALIFORNIA ASSOCIATION of GOVERNMENTS



Persons per Square Mile
- less than 500
- 500 - 2,000
- 2,000 - 5,000
- 5,000 - 7,500
- 7,500 - 12,000
- more than 12,000

Port
Port of Entry
Airport

Population Density by City
SCAG Region - 2000

Map 7-A

1/12/01

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Southern California Association of Governments
December 2000

Centers

Source: 2001 RTP
Thomas Bros. Network

Potential Centers-Oriented Development Strategy

Map 7-B

SOUTHERN CALIFORNIA ASSOCIATION of GOVERNMENTS

July 2001

Existing
Redline
Greenline
Blueline
Metrolink

Proposed
Centerline
Redline Extension
Blueline Extension
Exposition

Redlands Stops

Source: 2001 RTP
Thomas Bros. Network

Existing and Proposed Commuter and Urban Rail System

Map 7-C

SOUTHERN CALIFORNIA ASSOCIATION of GOVERNMENTS

Existing
Redline
Greenline
Blueline
Metrolink

Proposed
Centerline
Redline Extension
Blueline Extension
Exposition
Metrolink
Redlands
HSR
New HSR
Added Mountain Road & Road Improvements
Historic Growth Corridor
New Growth Corridor

Source: Thomas Bros. Network

Historic and Possible New Growth Corridors

Map 8

SOUTHERN CALIFORNIA ASSOCIATION of GOVERNMENTS